3. IMPLEMENTING THE PROGRAM

This chapter outlines an implementation plan for the Blue Skies program, including suggestions for an institutional framework, a series of recommended steps to initiate the outreach program, and a description of the certification and training program.

RECOMMENDATIONS FOR PROGRAM IMPLEMENTATION

Based on the research of practices of peer institutions and in consideration of the outreach efforts already underway to encourage fugitive dust control related to construction activities, the following recommendations are made:

- Successful implementation of the Blue Skies program will require a strong institutional arrangement among the key agency and construction stakeholders.
- ADOT is a strong candidate for the lead agency to implement the Blues Skies program.
- Potential sources of funding, personnel and other resources for the program include ADOT, Maricopa County, EPA, Western Regional Air Partnership, ADEQ, and Congestion Mitigation and Air Quality Improvement (CMAQ) funds received by the Maricopa Association of Governments.
- A Blue Skies coordinator must be selected to manage the program and finalize the development and dissemination of collateral material.
- Workshop presentation or kickoff event should be held to initiate the training program.
- Opportunities exist for linking the Blue Skies program with other outreach programs having similar target audiences.
- The outreach activities must be continuously monitored in order to determine the success of the program in educating the general public and construction industry, as well as reducing dust at construction sites.

ESTABLISHING INSTITUTIONAL FRAMEWORK

A draft plan has been developed as a framework for implementing the Blue Skies program. The overall implementation presented here contains definite actions and responsibilities to carry out the Blue Skies program. The keystones of the plan are:

- Strong institutional framework with centralized coordination.
- Strong agency and construction industry support.
- Strong resource commitments including funding, personnel, advertising, and donated materials and services.

- Well-developed, focused outreach materials and tools.
- Well-publicized high-level Kickoff event.
- Comprehensive training and certification program.
- Continuous monitoring and implementation.

Figure 6 depicts a flow chart of the major activities necessary to initiate and continue the outreach program.

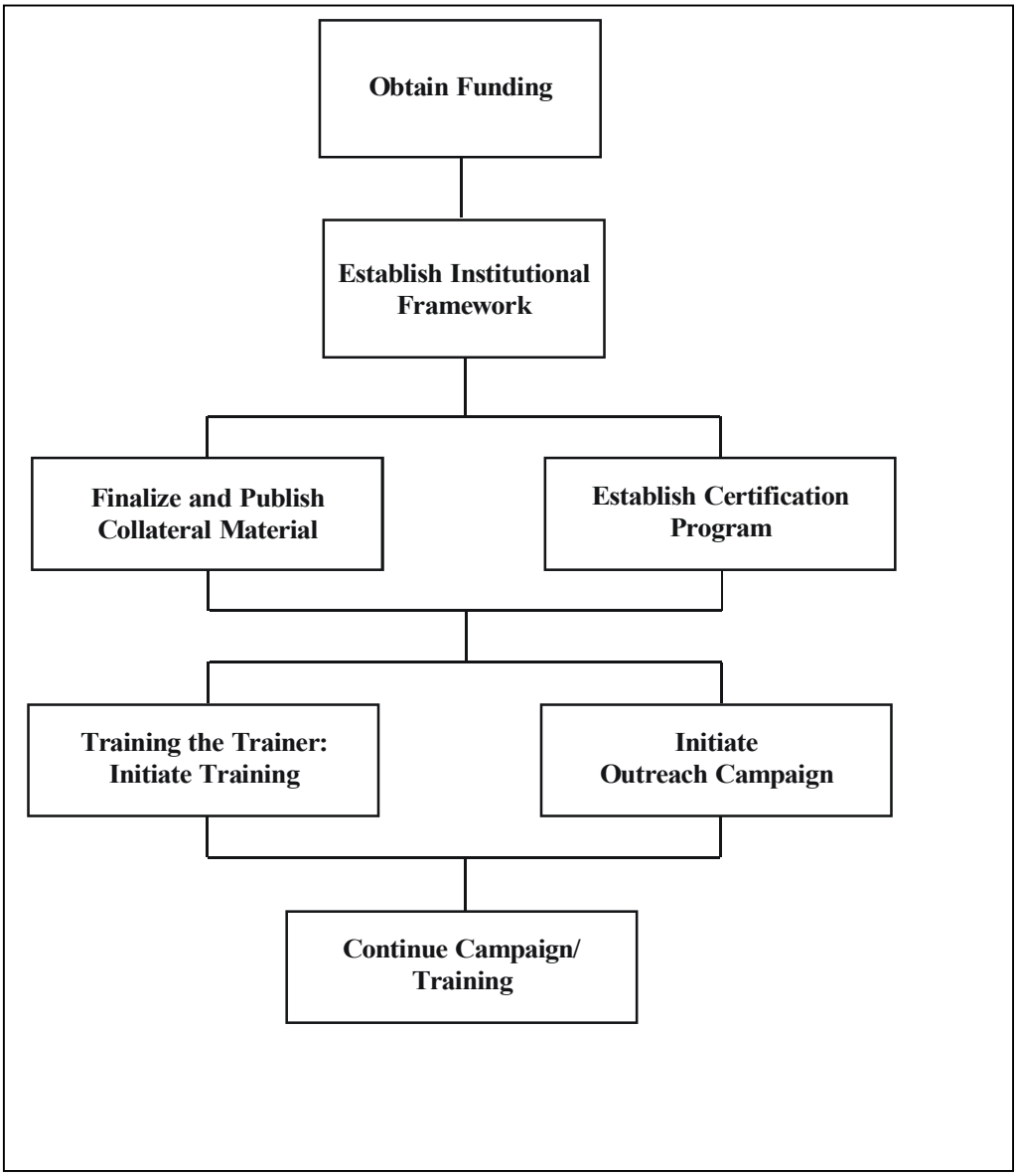

FIGURE 6. IMPLEMENTATION PLAN FLOW CHART

General Model of Institutional Framework

The successful implementation of the Blue Skies program depends on a strong institutional arrangement among the key agency and construction stakeholders. A first step toward the implementation of the Blue Skies program has been taken with the establishment of a TAC for this study to develop PM_{10} educational material and an outreach program. This committee is composed of representatives from ADOT, Maricopa County, cities, the construction industry, and the college community. The members of the TAC were listed in table 1 in chapter 2 of this report. However, more formal arrangements among the stakeholders are needed to implement the day-to-day outreach and education activities. Figure 7 presents a general model for the institutional arrangements required for successful implementation of the Blue Skies program.

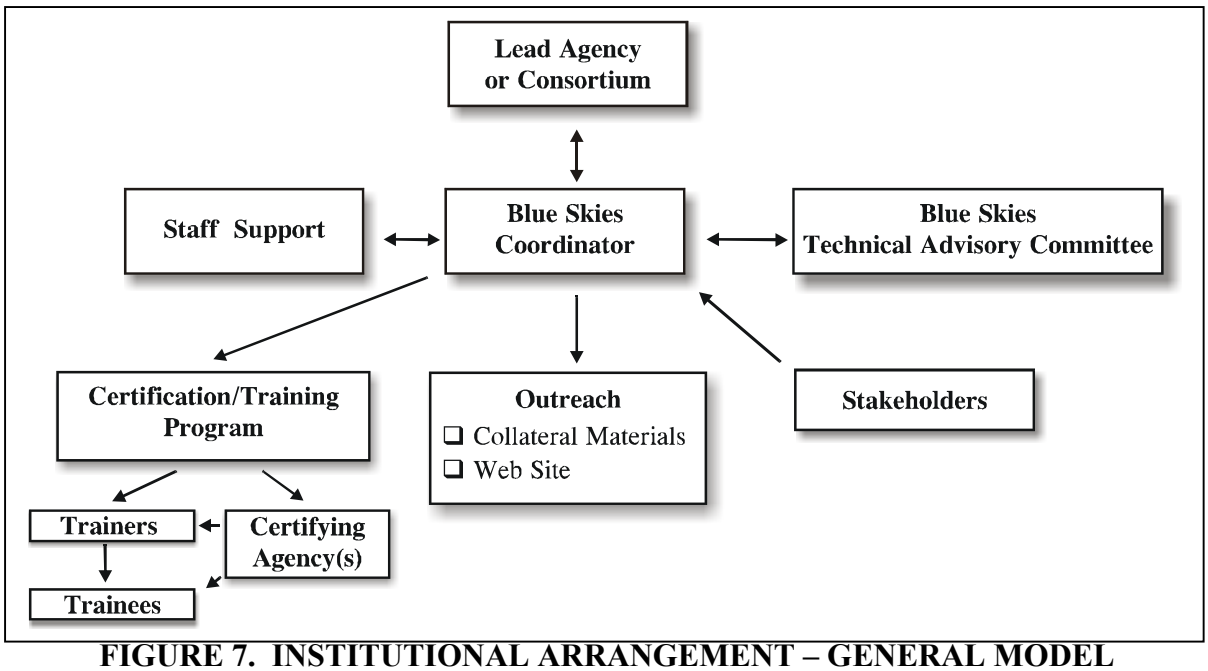

FIGURE 7. INSTITUTIONAL ARRANGEMENT – GENERAL MODEL

Key stakeholders in the process are shown in table 6. Each stakeholder has a certain vested interest in the outreach program. A coordinator should be designated to coordinate the daily activities. Intergovernmental agreements should be developed among the agencies.

Establish Coordinator

Through discussions with the TAC, ADOT was identified as a strong candidate for the lead agency to implement the Blue Skies program. For this institutional model, the ADOT Air Quality Policy Group will take the primary lead in the implementation of the

TABLE 6. STAKEHOLDER ROLES

Stakeholder	Role	Description
Arizona Department of Transportation	Lead Funding	Lead implementation and coordination Stewardship role Major owner of construction projects
Contractors and subcontractors	Support Funding	Responsible for planning, implementing and scheduling PM_{10} measures Train construction workers
Engineers and architects	Support	Outreach audience Provide technical advice Incorporate PM_{10} measures into the design
Environmental Projection Agency	Support, Funding	
Arizona Department of Environmental Quality	Support, Funding	
Maricopa County Environmental Services	Support, Funding	Implement and enforce Rule 310
Maricopa County Small Business Economic Assistance Program	Support	Dust Devil Academy, Web based training Assist in producing outreach material
Maricopa Community Colleges	Teaching, Advice	Teach dust control classes Provide technical advice
ASU Del E. Webb School of Construction	Teaching, Advice	Assist in Dust Devil Academy Provide training
Maricopa Association of Governments	Support, Funding	Include Blue Skies training and certification in standard specifications for public works construction
Local Jurisdictions	Support, Funding	In-house programs in response to Rule 310 Monitor employee activities In-house construction
Arizona Chapter, Association of General Contractors	Support , Funding	Conduct in-house programs
Home Builders Association of Central Arizona	Support, Funding	Conduct in-house programs
Arizona Builders Alliance	Support, Funding	Conduct in-house programs
General Public	Audience	Obtain health, welfare, and visibility benefits of dust control efforts on construction sites
LTAP	Support, Training	Host Web page Provide training

program in coordination with other stakeholders. A TAC similar to those who served on this project will provide advice and support to the Air Quality Policy Group.

In this institutional model, ADOT will provide financial and staff resources to implement the program and take the primary lead. Individual jurisdictions and private organizations provide financial and in-kind support for the preparation, publication, and distribution of materials and organizations through intergovernmental agreements. Similar private sector agreements could be developed between stakeholders from the private sector, such as construction companies and trade associations, and the lead agency or consortium sponsoring the outreach program.

Funding and Other Resource Commitments

Potential sources of funding, personnel, and other resources for the program include public agencies such as ADOT and Maricopa County. Grants for air quality outreach programs may also be available from EPA, the Western Regional Air Partnership, and ADEQ. The program may also be eligible for CMAQ funds received by MAG.

Other in-kind support, such as instructors, supplies, and clerical may be available from stakeholder agencies, trade associations, and participating "Blue Skies contractors" (see description below). The individual training would be performed by certified instructors who would charge a fee to cover the cost of course materials plus labor. In addition, a portion of the fees generated from dust control enforcement activities could be used to fund the program.

INITIATING OUTREACH CAMPAIGN

Coordinate with Stakeholders

The outreach coordinator will work closely with the key stakeholders to build support for the outreach campaign. The coordinator and key stakeholders will contact managers of cities, towns, and the county to generate support at top levels of government. The coordinator and key stakeholders will also make presentations to various government bodies to ask for the support.

In addition, the coordinator and key stakeholders will make presentations to the upper level management of construction, engineering, and architecture firms to get their buy-in to the program. Presentations should also be made to trade associations such as the Arizona Chapter of Associated General Contractors, the Home Builders Association of Central Arizona, and the Arizona Builders Alliance. Contractors would be urged to sign up as "Blue Skies" contractors who would show their support for the program by having their personnel trained, encouraging others to support the program, and displaying the Blue Skies logo on their letterhead and/or equipment.

Finalize and Publish Outreach Material

The Blue Skies coordinator would direct the finalization and publishing of the outreach material including the following:

- Web page.
- PowerPoint presentations.
- Dust control measures guide.
- Fact sheets.
- Quick reference guide.
- Training guide and modules.

The ADOT Air Quality Policy Group would administer and maintain the Web site. As an option, the Web site domain could be developed and maintained outside the ADOT Web site, but linked to the ADOT site. Other sites could also be linked to the domain.

Kickoff Event

A kickoff reception or workshop presentation should be held to initiate the program. The reception would be a major press event. For maximum impact, it is suggested that the Arizona governor host the event. Blue Skies contractors and other major stakeholders should be invited. Elements of the event would include:

- Governor'skickoff speech.
- Materials.
- Questions from the press.
- Sponsors.
- Presentation of program elements.

ESTABLISHING CERTIFICATION AND TRAINING

The Blue Skies program coordinator would oversee and facilitate the establishment and ongoing presentation of the dust control training and certification programs. Course instructors will be identified and assigned, and course content and materials will be provided and modified as necessary to maintain currency. Changes in Maricopa County Rule 310, for example, or the enactment of new legislation that supplements or supplants Rule 310, will necessitate the restructuring of some course elements.

The coordinator would also establish standards and procedures for sponsoring organizations to certify dust control specialists at construction dust control courses taught by their instructors. Qualified sponsoring organizations would be authorized to certify individuals who attend a half-day course and pass the final exam with a grade of 75 percent or better. Final exams for course certification would be provided by the Blue Skies coordinator. The instructor would be authorized to sign the certification cards. Certification could be maintained by attending training and passing the exam every two years.

Course Delivery Options

Three potential options for delivering dust control courses are: 1) single agency delivery, 2) multiple agency delivery, and 3) hierarchy of delivery. The three options are described below and the advantages and disadvantages of each option are shown in table 7.

TABLE 7. POTENTIAL COURSE DELIVERY MODELS

Delivery Model	Advantages	Disadvantages
Single Delivery Point	Easier to maintain consistency with directions of program. Easier to maintain consistency and quality of material presented.	Fewer opportunities for stakeholders. Single focus of resources.
Multiple Delivery Points	Use full resources of academic and private community.	Difficult to coordinate. Difficult to maintain consistency and quality of material presented. Difficult to maintain consistency with direction of program.
Hierarchy of Delivery	Controls the quality and consistency of training the trainer. Use full resources of academic and private community.	Difficult to coordinate multiple agencies.

Single Agency Delivery

In the single agency delivery model, dust control courses would be delivered by one agency. The Blue Skies coordinator would certify only one agency. The intent of this option is to focus the training on one delivery point in order to ensure quality and consistency in teaching the dust control course. This agency could be a university, college, community college, or local or state agency. The Local Transportation Assistance Program (LTAP) provided by ADOT is another possible agency to deliver dust control courses. Teaching the course could also be contracted to an agency or private provider.

Multiple Agency Delivery

For this option, the Blue Skies coordinator would contact public agencies, Arizona State University, other colleges, private businesses, and trade associations to identify sponsors for the construction dust training program. The intent would be to maximize dissemination of the information provided in the training modules and encourage voluntary certification of as many construction personnel as possible. To achieve this objective, the coordinator will host periodic "train-the-trainer" sessions for representatives from sponsoring organizations.

Hierarchy of Delivery

This model of delivery would combine the first two options. A single agency would certify the trainers and the dust control specialists. The certified trainers would then offer the dust control course through various agencies. Quality and consistency in teaching the dust control course would be maintained through the certification of trainers by one agency.

Linkages to Other Programs

Many other education or outreach programs have attained the level of public acceptance and industry participation that the Blue Skies program must achieve in order to be successful. For example, no significant excavation activity takes place without having the area "blue staked" to identify the location of underground utilities, or adhering to safety procedures required by the Occupational Safety and Health Administration (OSHA). Existing programs could be identified that target audiences similar to those to be targeted by the Blue Skies program or that deal with similar issues.

In October 2002, for example, the Arizona Department of Occupational Safety and Health (ADOSH) initiated a program designed to increase awareness of the dangers of inhaled silica—a common particulate. The ADOSH is targeting highway contractors because of the risks of silica exposure inherent in highway construction activities such as drilling, blasting, and tunneling. The Blue Skies program will explain the health risks of dust inhalation to highway contractors and others, and a clear synergy exists between the ADOSH program and the proposed Blue Skies program.

Methods of Linking Programs

Once the desirability of linking the Blue Skies program with another outreach program has been determined, methods of linking the programs could include:

- Exchanging links on program Web sites.
- Exchanging contact lists.
- Including both program brochures in mailings.
- Joint participation in trade shows and exhibits.
- Cross-referencing of program goals and objectives in training material and presentations.
- Citing each other's program as a resource in training materials or during class.
- Combining training and presentations before a single class or audience.

The best method to employ will depend upon a number of factors including the level of synergy between programs, the extent of target audience convergence, and the course delivery model chosen for the Blue Skies program together with that used by the other program. For example, ADOSH silica-related information could be included in Blue Skies training, or information concerning the availability of Blue Skies training could be included in the ADOSH material disseminated as part of their silica awareness effort.

ADOT's LTAP also conducts training that can be linked with Blue Skies programs. The LTAP offers a Heavy Equipment Training and Certification Program that trains personnel from local jurisdictions within Arizona in the proper use of bulldozers, backhoes, and other earthmoving equipment. Prospective operators of such equipment—particularly employees of those jurisdictions located in nonattainment areas—should be briefed on dust control issues and encouraged to seek Blue Skies training as well.

The LTAP should be considered a prospective source of Blue Skies instruction and certification. The LTAP has established itself as a resource for environmentally oriented training, and during 2002 conducted four workshops on Floodplain and Floodway Delineation in Riverine Environments. In addition, organizations involved in the Blue Skies program and the Dust Devil Academy are already represented on the LTAP Board of Directors, including ADOT, FHWA, Arizona Chapter of the Associated General Contractors, and the ASU Del E. Webb School of Construction.

OVERVIEW OF OUTREACH IMPLEMENTATION

The implementation of the Blue Skies program consists of five major components:

- Establish institutional framework.
- Finalize and publish collateral material.
- Initiate outreach campaign.
- Establish certification program.
- Continue campaign/training.

For each component, the project team has developed a list of actions needed to implement the program. The specific actions for implementing the program are listed in chronological order in table 8. Table 8 is structured as a template to be used in assigning responsibilities and milestones for each of the program components.

Once the institutional framework has been established, the program coordinator, a coordination team, or TAC can oversee and assign the action items included in the other components. When milestones and responsibilities for each of the action items in table 8 have been identified, a Gantt chart can then be developed to highlight the interdependencies of the various components and track the progress of program implementation.

TABLE 8. DUST CONTROL OUTREACH IMPLEMENTATION PLAN TEMPLATE

Action	Responsibility	Schedule
Establish Institutional Framework		
Designate Lead Agency/Staff		
Establish Blue Skies Coordinator		
Establish Coordination Team		
Finalize and Publish Collateral Material		
Brochure		
Guide To Construction Dust Control Measures		
Quick Reference Guide		
Other Collateral Material		
Blue Skies Stickers		
Web Site		
Slide Presentations		
Initiate Outreach Campaign		
Get Buy-in from Cites, County, MAG		
Get Buy-in from Blue Skies Contractors		
Issue Press Release (Media Blitz)		
Hold Kickoff Reception		
Hold Press Conference		
Present Overview of Blue Skies Program		
Conduct Speaking Engagements:		
Association of Contractors		
American Society of Civil Engineers		
Association of County Engineers		
Chambers of Commerce		
Public Works Directors		
Establish Certification Program		
Finalize and Adopt Certification Program		
Train the Trainer Notebook		
Training Materials		
Train the Trainers		
Identify Certifiers		
Identify Trainers and Locations		
Train the PM_{10} Trainers		
Conduct Certification Sessions (by Trainers)		
Certify Trainees (by Certifiers)		
Conduct Other Training (by Contractors)		
Monitor Training (Certifiers)		
Continue Campaign/Training		
Monitor Measures of Effectiveness Annually		
Update Outreach Products As Needed		